

## SOCIAL TRANSFORMATION

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# SOCIAL TRANSFORMATION:

## DISCUSSION PAPER

### TOWARD THE 5TH NATIONAL POLICY CONFERENCE

#### 1. INTRODUCTION

This year marks three years since the 2014 National and Provincial elections. It is also the year in which we are called upon to review progress on the implementation of the policy commitments made at the 53rd ANC National Conference.

Since 1994 the ANC led government has made significant progress in addressing the triple socio-economic and development challenges of poverty, unemployment and inequality, and thereby achieving a better life for all South Africans. A greater number of people and households have access to basic infrastructure and services such as clean water, sanitation, electricity, social grants, education, social amenities, and as the governing party we continue to reach out to many more South Africans who still require access to basic services, infrastructure, and improved sustainable livelihoods, as well as with the objective of developing integrated and sustainable communities.. We have also made great strides in the building of a socially inclusive and cohesive nation. However despite these changes there are many of our citizens who still live in poverty, and racism and inequality continues to remain a stubborn developmental obstacle to the achievement of socio-economic equity, in our country.

The study titled conducted by “*Fiscal Policy and Redistribution in an Unequal Society*” released in November 2014, among others, found that:

*“South Africa has made progress towards establishing*

*a more equitable society. Since the end of apartheid, the government has used its tax resources to fund the gradual expansion of social assistance programs and scale up spending on education and health services. It thus was able to reduce poverty considerably...”*

The study however does caution that the levels of inequality in our country remain high.

It is for this reason that as the ANC we are implementing the programme for radical socio economic transformation aimed at ending poverty, unemployment and inequality. We are advocating a change in our definition of Radical Social Transformation, we endeavor for Social Transformation that prioritizes the rights of children, the creation of national identity as, creation of an inclusive society, as spelt out in the freedom charter. We have implemented the programme consistent with our objective material developmental analysis prior to liberation in 1994, that states our freedom and democracy will not thrive and be entrenched, if the majority of our people continue to remain in poverty, without equitable access to land, security of tenure and resources. Thus the objective of attacking poverty, inequality and unemployment, remains the key priorities of the democratic government, led by the ANC.

Since 1994, the number of households in South Africa has increased from 10.8 million to 15.6 million between the period of 2002 and 2014. Over the same period, the percentage share of households accessing energy and electricity services increased from 77% to 86%, and for

water infrastructure services from 80% to 86%, which exceeds the approved RDP standards, whilst the share of households accessing sanitation went up from 62% to 80%.

Some of our key policy and programme interventions related to the achievement of the objectives of social transformation includes amongst other that of the comprehensive social security policy and programme,, a comprehensive basic education policy and programme, the comprehensive programme for the development of integrated human settlements, a national health policy and programme, the national integrated transport policy and programme and national policy and programmes for environments and social cohesion.

The Social Transformation Committee is instrumental in providing a safety net for the poor, vulnerable and marginalised through formulation of appropriate social protection policy interventions and related anti-poverty strategies. The development of policy, legislative and regulatory frameworks instruments is evidence and testimony to the ANC led government overarching goal of creating A Better Life For All!

Post the adoption of the National Development Plan, the Committee has focused on policies in order to align legislation and the implementation of the National Development Plan Vision 2030.

The key principles that that underpins and guides this policy document are as follows:

## 1. NATION BUILDING & SOCIAL COHESION

South Africa has been a nation at work since 1994, to reshape its socio-political and economic make-up. Two decades later, the task of socio-political and economic transformation continues based on the fact that objectives of the national democratic revolution still eludes us as a nation and country.

As with all sectors of our society, this included institutional transformation of the arts, culture and heritage dispensation of the past.

Significant progress has subsequently been made in building a new and inclusive society to which the arts, culture and heritage has made a contribution. The task now is to determine the manner in which we accelerate, expand and deepen the gains made over the last two decades and to address the new challenges which will continue to emerge based on an ever-changing world and society.

An arts, culture and heritage sector are fundamental to

the holistic development of a society, in order to possess the creative and innovative means of self-actualisation and social transformation based on the social practices, values, traditions and histories of cultural communities. Given that all societies are a social, political, economic and cultural construct that maintains and renews itself by drawing on its creative and innovative store of cultural and heritage resources, the remaking of South Africa into a just and inclusive society cannot be accomplished without drawing on the creative, cultural and heritage resources of all our people.

Moving into the future, we are committed to ensure that the arts, culture and heritage contribute to change and the creation of a better life for all.

Influenced by this understanding, the development of policy must acknowledge the gains of the preceding two decades and addresses the challenges of inequality, poverty, unemployment and persistent division based on race, gender and class. The intention is to effectively contribute to building a cohesive and united society in which everyone has access to arts, culture and heritage, resources, facilities and opportunities.

To achieve an integrated and coordinated system sensitive to regional and individual cases, based on the following:

- Extending arts, culture and heritage infrastructure, facilities and resources beyond the colonial urban centres into peri-urban and rural communities.
- Providing education, training and skills through formal and informal programmes in traditional and new creative methods and technologies.
- Expanding existing local markets regionally, continentally and globally.
- Developing beneficial public, private and international partnerships.
- Liaising with local, provincial and national authorities for the advancement of the sector.
- Initiating and participating in activities relating to and beneficial to the art, culture and heritage practice.

### 1.1 Social Cohesion and Nation-Building

Nation Building and Social Cohesion is a response to the ongoing and unfinished national project which began with the transformation of South Africa into a constitutional democracy in 1994.

The concept of Ubuntu is central to the Nation Building and Social Cohesion project in South Africa. This is an African idea of human equality and care based on the notion that beings and their value are reciprocal and shared by all.

## 1.2 Heritage

Heritage, as defined by the International Museums Council, is *“the sum total of wildlife and scenic parks, sites of scientific or historic importance, national monuments, historic buildings, works of art, literature and music, oral traditions and museum collections together with their documentation”*.

While there are discrete areas of disciplinary focus and specialised functions in heritage, like the creative arts for example, they constitute a set of interrelated practices which together make up the heritage system of the country. This interrelationship, it follows, calls for an integrated and coordinated national heritage system.

Placed in historical perspective, heritage policies, institutions and programmes of the colonial and apartheid past were based on Western epistemologies, prejudices and practices which valorised and projected Western and colonial culture as markers of human civilisation and progress worthy of collection, conservation and preservation for future generations. Indigenous heritage, on the other hand, was dismissed and stigmatised as ‘primitive’ curiosities of ‘underdeveloped peoples’ with very little, if any cultural significance.

Reconciliation will not succeed without a fundamental change in the lives of people. Persistence of inequality worsened bitterness, which predisposed people towards populist measures, if not an open backlash against symbols of white privilege.

Statues are not innocent pieces of architectural work. They embody a strong symbolical power. What we are witnessing now is a tension between our foundational values as a country, on the one hand, and the meaning of the colonial/apartheid statues, on the other.

Statues project the foundational values and authority of the state. They serve a legitimizing role in society, cultivating popular acceptance and consent to the authority of the state. Consent derives from identification with the state. This implies that people have to embrace the values espoused by the state. Monuments are therefore a constant, public reminder of the foundational values of the state and those in power. Their role is to conscientize the public.

Beyond the intellectual resonance, founding-leaders have also tended to appeal to the emotive side of people. Iconic leaders are not memorialized simply because they may be in power at the time, but also because some enjoy popular adoration arising from heroic exploits. Such heroic figures are then presented as the embodiment of the new state.

## 1.3 THE CULTURAL AND CREATIVE INDUSTRIES

The cultural and creative industries are a core part of the cultural economy ecosystem<sup>3</sup>. While South Africa is endowed with talent in the cultural and creative industries, the level of development of each of the specific industries is uneven.

The cultural and creative industries have a distinct producer profile that lends itself to small business support measures and the enhancement of the diversity of its key players. The creative ecology consists of predominantly small and micro enterprises in which freelance and contract work predominates. The industry is young with significant employment and management of women of all races.

The level of business skills, administration and contract and intellectual property knowledge is poor, with a bias towards the supply side of creation and production rather than the demand side of distribution of content and market reach. The majority of employees are black, with a high percentage of black managers but inadequate levels of black ownership.

In this respect, creating links between cultural knowledge – which includes science, technology and innovation – and cultural enterprises development is one of the most important challenges facing the township and village economy. Building cultural and creative industries requires development of knowledge assets; pools of capital for investment; local operational, repair and maintenance expertise; and of a regulatory framework that allows small cultural enterprises to flourish and for the expanded markets for cultural goods.

The decisive part played by the cultural industries in the development of society, the government must take decisive steps to:

- Ensure that cultural workers maintain control of their work against exploitation;
- Establish rights for cultural workers; and in so doing, taking due account of the Bill of Rights and the African Charter on Cultural Rights;
- Ensure that cultural industries provide new employment opportunities; and
- Assist cultural workers to remedy, when and where they exist, the prejudicial effects of new technologies on their employment or work opportunities.

## 2. SPORTS AND RECREATION

### 2.1 Municipal Infrastructure Grant (MIG)

In order to maximize the potential of sport and recreation to contribute in a meaningful way to development and

building of a better South Africa, sport and recreation infrastructure and services must be accessible to all South Africans. It therefore remains a key focus area of SRSA to ensure that the required infrastructure is in place, which is in fact the lifeblood of sport in South Africa. The entire sport and recreation development programme will be derailed if there are not sufficient sport and recreation infrastructure and facilities. The development of facilities is not only central in the provision of sport and recreation in the country but also to the quality of life of all South Africans. The provision of sports' infrastructure should therefore not be seen as a luxury but a priority of national importance. The SRSA believes that the most feasible avenue to address the serious shortcoming of sport and recreation facilities is in the form of dedicated funding to supplement the budget of the Department and in this regard it is proposed that amount of 15% of the Municipal Infrastructure Grant (MIG) be ringfenced and allocated to SRSA for the provision of sport and recreation facilities.

## **2.2 15% of Urban Settlement Development Grant**

In addition to address the backlog of sport infrastructure within the Metropolitan Municipalities is to secure policy approval for the ring-fencing of a percentage of the Urban Settlement Development Grant that provides metropolitan municipalities with funding for the development of integrated human settlements. This will enable SRSA to develop and invest in sport and recreation projects that significantly contributes to the development of the sport sector in the country. The projects that will benefit from this initiative are amongst other a major sports hub at NASREC and the Moses Mabhida Stadium as part of the preparations for the 2022 Commonwealth Games.

## **2.3 School Sport and Physical Education Compulsory**

The introduction of a compulsory school sport programme and physical education programme will assist government to achieve its national goals on sport and recreation. Therefore, as a key priority area, SRSA calls for urgent commitment to increase the physical activity levels of especially our youth. The National Development Plan confirms that the best place to instil changes in lifestyles and behaviour is at school. The National Sport and Recreation Plan emphasises school sport as being the 'bedrock' of the South African sport strategy up to 2030.

As per the report of the Eminent Persons Group the unresolved situation with respect to the small percentage of schools participating in sport, enactment

of the agreement between the Departments of Basic Education and Sport and Recreation South Africa, and the unresolved situation with respect to the 'ring fencing' funds for facilities, is immobilising school sport.

As 2016/17 is the fifth year since the Memorandum of Agreement with DBE was signed, it is time for a review and an evaluation of the progress made since 2012. In the interest of the future of our country we need to ensure that physical education is fully implemented in all schools and that schools are adequately resourced to offer a comprehensive school sport programme.

## **2.4 Additional Funding**

Addressing the priority areas of SRSA will require additional funding, especially when it comes to the implementation of the National Sport and Recreation Plan (NSRP). As part of commitment of Government to the social cohesion and nation building objective, the NSRP is anchored in the National Development Plan, and it is part of the country's national development priorities up until 2030.

The SRSA acknowledges the funding pressures currently restraining government and as such the possibility of two alternative sources is proposed. Firstly, that the Draft Bill on the Ban on Alcohol Advertising should be converted into a Money Bill where a 2% levy is imposed that will contribute to a fund to support health promotion campaigns, sport, arts and culture as well as educational programmes relating to the dangers of alcohol abuse.

A second alternative source of funding is a Sport Ticket Levy to be collected on all sport tickets being sold for major classified tournaments and competitions including on registration fees and participation fees for major tournaments and competitions being hosted in the Republic. It is envisaged that a 5% levy be placed on all tickets.

## **2.5 Proposed Resolutions on Sport and Recreation**

2.5.1 Noting the challenges with accessing the MIG we support the creation of the dedicated fund to be largely utilised by the Department of sport and recreation for renovating and building sport and recreation facilities for usage by clubs and schools in our communities.

2.5.2 Making a case for sport and recreation and the requisite funding for a structured and



universal sport delivery mechanism must be addressed and finalised at the policy conference 2017.

- 2.5.3 Sports transformation and the structures and mechanisms to drive transformation and development in sport must be given impetus through legal force. We also support the Sport Ticket Levy but we propose that the feasibility be conducted and that extensive consultations be conducted with relevant sporting governing bodies

### **3. SOCIAL DEVELOPMENT**

#### **3.1 Comprehensive Social Security**

**Social Assistance:** The social security assistance policy and programme continues to provide an effective safety net and plays an important role in protecting and buffering the poorest households and individuals against ravages and impact of poverty. The number of social grant recipients has increased from 4 million in 1994 to just over 17 million today. The child support grant and older persons grant are the two largest social grant programmes with 12 million children and 3.2 million elderly persons' benefitting from social grants.

#### **3.2 The Social Wage**

It resolved that:

- The capacity of the state must be improved to ensure the acceleration of the implementation of the comprehensive social security strategy;
- The state must increase its capacity to ensure the provision of free basic services for the poor, quality free education for poor households, passenger transport subsidies;
- The state ensure the improved access to social grants to children and older persons as outlined in the Consolidated Government Document on Comprehensive Social Security;
- There is an intensification of efforts of the linking grant beneficiaries and care givers to economic opportunities. The lessons from the KZN food production pilot programme should be looked into in order to roll it out nationally

#### **3.3 Social Assistance Amendment Bill:**

The DSD is currently working on the amendments to the Social Assistance Act, 2004 (Act No. 13 of 2004). In September 2016, Cabinet reviewed a proposal for Amendments of the Social Assistance Act and approved for the amendments to be released for public comment. The amendments include, amongst others, changes to

the administration of social grants that will improve the efficiency of the Appeals process and the functioning of the Inspectorate for Social Assistance Appeals. The amendments also seek to empower the Minister to make additional payments for certain social grants. This will enable the introduction of the policy approved by Cabinet in 2015 for the payment of additional amounts for the Child Support Grant to orphans and children in child headed households.

The amendments also seek to establish a supplementary benefits fund, which will enable government to provide funeral benefits to the elderly and savings vehicles for caregivers of children with the aim of linking social grants to developmental activities.

In addition, working with SASSA, DSD has introduced amendments to the regulations of the Social Assistance Act, 2004 to specifically protect social grant beneficiaries from unauthorised deductions. In terms of these amendments, no unauthorised deductions will be allowed from the SASSA payment card, except for premiums for funeral policies not exceeding 10% of the value of the grant. Furthermore, these amendments do not allow deductions off children's grants and any other temporary grants.

#### **3.4 Social Insurance:**

With regard to Comprehensive Social Security, Cabinet supported proposals on mandatory contributions for retirement, death and disability benefits, and the establishment of a single National Social Security Fund (NSSF) to administer the benefits. The Ministers of Social Development and of Finance will conduct consultations on this work with relevant stakeholders and report back to Cabinet in the coming year

#### **3.5 Social Assistance Appeals:**

The Independent Tribunal for Social Assistance Appeals has significantly improved the speed at which appeals are adjudicated.

In this regard, the 90-day turnaround time for the finalisation of social assistance appeals improved from 49% in 2015 to 82% in 2016, thus ensuring that our social grant applicants and beneficiaries have access to the right to administrative justice. Going forward, the Department of Social Development aims to introduce proposals to amend the Social Assistance Act to remove the current internal reconsideration mechanism within SASSA. This will ensure easy accessibility for appellants to internal remedies by approaching the Tribunal directly without resorting to expensive legal costs and receiving appropriate and expedient services which are consistent with the Constitution and the mandate of the Department to build a caring society.

### 3.6 Rights of Persons with Disabilities:

The promotion and protection of the rights of all persons with disabilities in South Africa remains a national priority. The White Paper on the Rights of Persons with Disabilities, was approved by Cabinet in December 2015, and successfully launched in March 2016. This coincided with the inaugural meeting of the Presidential Working Group on Disability, which deliberated on, among others, the location of the disability rights coordination function in government, as well as domestication of the UN Convention on the Rights of Persons with Disabilities. Cabinet will receive the First Progress Report on implementation of the new disability rights policy during the 2017/18 financial year.

The year 2017 signals the 10th Anniversary of ratification of the UN Convention on the Rights of Persons with Disabilities and its Optional Protocol by South Africa. The country will as such reflect on progress made over the past ten years in advancing the rights of all persons with disabilities between 30 March 2007 when South Africa became a signatory to the Convention, and 30 November 2007, when South Africa ratified the Convention. Government remains committed to ensure that we leave no one behind, regardless of age, gender, race, impairment, geographical location, socio-economic status or sexual orientation.

### 3.7 On Disabilities

The Commission therefore resolved that:

- Government must continue to implement policies and programmes that are geared towards the protection and promotion of the rights of people with disabilities, including embarking on a campaign for the protection of people with disability in society with relevant stakeholders,
- The state must also ensure that we make it compulsory that all public buildings make it easy for people with disability to access such facilities, Our policies must be integrated to promote the participation of people with disabilities at all levels of the movement and in all spheres of governance
- Whilst ensuring continuation of mainstreaming people with disability in schools and establishing full services in the schools, we must prioritise the establishment of special needs schools for specific disabilities where the need arises.
- We must also develop mechanisms at the Early Childhood Development (ECD) level in order to be able to detect the development needs and challenges of a child at an early age,
- We must consider the establishment of a commission or a structure focusing on people with disability

- We recommend that the policy conference discuss measures of monitoring and enforcing the minimum target for employment of people with disability, especially in the public sector

### 3.8 Early Childhood Development (ECD):

The ECD programme provides services related to care, stimulation to children and learning to socialise in a structured environment. In this regard, Cabinet approved the Integrated ECD Policy confirming ECD as a public good. In preparation for implementation, National Treasury allocated an amount of R812 million for improving ECD infrastructure and increasing the children subsidy. To date, more than 1.4 million children are accessing ECD services while more than 28 thousands ECD centres are registered.

All provinces were capacitated on the ECD Policy and the Comprehensive ECD Programmes to ensure better implementation. DSD will continue to provide training ECD practitioners towards NQF Level 4 qualification to implement the policy.

### 3.9 On Children

It therefore resolve that:

- Government must accelerate the implementation of a Comprehensive Early Childhood Development Programme, taking into consideration the proposals in the NDP and calls for the following:
  - ❑ Universal access for at least four (4) years of Early Childhood Development and the Department of Social Development must take a lead in this area of work,
  - ❑ Efforts must be made to provide Child care facilities at public and the private sector workplaces.
  - ❑ We must ensure integrated services, including nutritional support to expectant mothers and children up until the fifth birthday.
  - ❑ We must ensure the provision of full funding assistance covering tuition, books, and accommodation and living allowances to students from poor families.
  - ❑ We must continue to pay special attention to Child Headed Households

### 3.10 On the Youth

The Commission therefore resolved that:

- a Government must ensure that its programmes and policies should focus on developing skills that are required by the economy so that the youth can become part of the mainstream economy, this will include accelerating the development and implementation of financial support for job-

seekers, that is tied to compulsory learning and skills development as part of the Comprehensive Social Security System.

- b. We must continue to develop strategies to retain young people in schools until they complete secondary schooling.
- c. We must implement an optional national youth service for two years service which includes sporting, recreational, military and vocational training, with an intention to build a socially inclusive society. (More work underway in this regard)
- d. Government strengthen and implement policies and programmes to eradicate drug abuse and alcohol related harms as key component of youth development work.
- e. Government must implement a rights based comprehensive Sexuality education in schools.
- f. We improve access to Sexual and Reproductive Health Services and family planning for the youth, including the implementation of a schools health programme.
- g. Ensure the promotion of male and female condom use particularly important to prevent STDs and HIV. We must teach and train the youth in particular men to become more responsible and supportive to partners in making sexual and reproductive health decisions.
- h. We must also promote, responsible, healthy reproductive lifestyles amongst the youth;
- i. We must continue to provide sanitary wear for the indigent young girls.

### 3.11 Women

The Committee resolved that:

- Whilst progress has been made in the development of women, the establishment of a Ministry that focuses on women development, there is still a need to effectively implement programmes and policies geared towards the development of women, in particular those that live in abject poverty, the disabled and the most vulnerable in society this includes access to opportunities, access to free basic services and continue to systematically fight patriarchy in society.
- That government must increase access to economic opportunities for women, this includes targeted procurement from women companies, cooperatives, SMMEs and this includes transforming the economy to represents women demographics
- We must also ensure that we work with the rest of society and in particular the private sector to ensure that women are part of the decision making structures in society and ensure that women are part of the mainstreaming economy.

### Principles and Guidelines in National Women's Empowerment and Gender Equality Policy Frameworks

The principles and guidelines enunciated in the South Africa's National Policy Framework for Women's Empowerment and Gender Equality were drawn directly from a consultative process, which proposed that the African National Congress could advance the integration of gender considerations into the transformation of the country by ensuring that:

- There is equality of all persons and that non-sexism and non-racism, as enshrined in the Constitution of South Africa;
- There is an understanding that women are not a homogenous group. This principle must inform all policies and programmes that will lead to the implementation of gender equality. Distinctions according to race, class, sexuality, disability, age, geographic location and other variables should not to be overlooked or taken for granted. However, similarities should also be used to strengthen initiatives designed to reverse past gender discrimination;
- Women's rights are seen as human rights;
- Customary, cultural and religious practices are subject to the right to equality;
- Affirmative action programmes targeting women are developed and implemented;
- Economic empowerment of women is promoted;
- Focused attention is placed on changing policies and practices which have hitherto hindered women's access to basic needs, the economy and decision-making;
- Enabling legislation is passed by Parliament and other legislative bodies. Where the need arises, additional legislation is developed to make it possible for women's empowerment and gender equality to be attained;
- Efficient machinery is set up at national and provincial levels and in public and private organizations to ensure that the policy is implemented.
- Adequate structures and resources must be set aside to guarantee the implementation of programs;
- Appropriate training to improve knowledge, skills and attitudes in gender analysis and gender equality is provided to all policy makers, strategic and operational managers;
- Effective collaborative strategies to enhance relationships between formal political structures such as the Cabinet, Ministries, Government Departments, the Commission for Gender Equality, Provincial Executive Councils, the Parliamentary and provincial legislature Portfolio and Select Committees and relevant local government structures need to be developed.

The emphasis in the South Africa's National Policy Framework for Women's Empowerment and Gender Equality was to operationalize recommendations made by the women's movement as well as those contained in national, regional and international instruments into core principles for the National Gender Program. The aim was to create an enabling environment and make it possible for government to develop mechanisms that will assist in the achievement of the national goal of gender equality.

The strategy of achieving gender equality through mainstreaming of the socio-economic empowerment of women into the work of government departments and in their sectors requires a consistent approach to gender mainstreaming across the 7 segments outlined in the diagram below. This approach requires the centre-of government departments to be guided by the Department of Women to embed gender sensitivity and responsiveness into the policy frameworks and processes that they are custodians of.

### **3.12 Veterans**

Therefore resolve that:

- We must accelerate the implementation of the programmes as prescribed in the Military Veterans Act.
- In addition we must urgently develop a programme focusing on a comprehensive social package for the military veterans, which are sustainable.
- To ensure speedy resolution of the Veterans concerns a detailed report on the implementation of the proposed programme be given at the NEC STC Subcommittee.

### **3.13 Household Food and Nutrition Security:**

In 2013, Cabinet approved the National Policy on Food and Nutrition Security Programme, together with the Household Food and Nutrition Security Strategy. Government approved these legislative frameworks with the aim of ensuring that the poor and vulnerable South Africans attain sustainable food and nutrition security. The Department of Social Development contributes immensely towards Food and Nutrition Security for the poor and vulnerable citizens through various social transfers which include social grants, feeding and food distribution programmes. A pilot for a Radical Agrarian Socio-Economic Transformation (RASET) is underway in Kwa Zulu Natal to explore the linking of food production, processing, procurement through government programmes and distribution to the poor and vulnerable. The Department is working with various stakeholders on this project.

DSD has facilitated the establishment of a network of food distribution centres, which includes setting up Provincial Food Distribution Centres and 212 Community Nutrition Development Centres in partnership with Non-Profit Organizations operating in the targeted deprived communities. Through this programme the Department has since financial year 2015/16 provided food to 3,155 306 beneficiaries, created a market for 245 emerging food producers and cooperatives and procured about R9, 222 862.00 worth of food from these emerging food producers and cooperatives that previously would not be able to participate in the food supply chain in this country. Social protection measures that will be enhanced by the Sector include the distribution of food through the various Food and Nutrition Centres. The Sector will focus on increasing the coverage of the Food and Nutrition Centres to all deprived wards in 2017/18 financial year.

The Consolidated Document has been tabled for discussions at NEDLAC. This document entails key changes to social assistance, social insurance and retirement policy and instruments.

The negotiations on this document needs to be completed by September 2017.

The Household Food and Nutrition Strategy must be implemented to improve food security and leverage investments made through grants to radically transform the food economy. The Radical Socio-Economic and Transformation (RASET) must be fast-tracked so as to guide national implementation strategies.

Legislation to guide state expenditure on local producers across all sectors including the food sector must be fast-tracked.

Regulations need to be developed that would compel local large super markets to:

- Adhere to BBEE codes
- Limit the proliferation of large super stores that crowd out market access to small, largely family and local community retailers.

Continued support for measures to reduce alcohol and drug related harms as agreed to at the last Policy Conference.

To better understand the policy impact of strategies to reduce drug related harms, a multi-disciplinary expert panel should examine the efficacy of the "war on drugs approach" with special focus on its possible corruptive influence on law enforcement and its role in sustaining gang activity and gang violence.



More investments should be made in the health and social development strategies to reduce drug related harms, especially investments in public rehabilitation centers that are cheaper and offer programmes that deal holistically with habitual users.

## 4. WATER AND SANITATION

### 4.1 Free basic water supply to indigent households

Free basic water supply will be provided to indigent households only. Any authorised water use (including existing lawful use) unutilised for a specified period should be reallocated to the public trust. This water will be reallocated to address social and economic equity. Prioritizing social and economic equity in the reallocation of water. Decision making will have equity as the primary consideration.

Priority will be accorded to water use authorisation applications that meet the equity requirement, as provided in the regulatory instruments. Access to basic water supply

A water service authority (WSA) should work progressively or incrementally towards providing higher levels of a sustainable water supply to all households and public institutions, including rural areas. When planning, a WSA must consider a basic water supply which addresses current domestic and productive use requirements, as well as future growth in these requirements. Multiple water use approach in planning infrastructure. Multiple water use approach incorporating all water uses in an area including water supply, must be adopted in planning of bulk water infrastructure. This approach will also have equity and transformation as a priority. Water trading between authorized water users. No form of temporary or permanent trading between authorised water users. Obligatory for any holder of an entitlement to use water; if it is no longer utilised to surrender such use to the public trust

### 4.2 Water & Sanitation

The Key Policy issue to be explored is whether there is legislation that makes water part of the commons and not subject to private ownership through water licenses. (similar to legislation that made minerals state owned).

The need for integrated planning on water use and access at all levels of government especially at local government.

The development of strategies to capacitate local government to ensure that the indigent access water and that those who can pay for water do so.

Integrated Planning should also ensure that spatial development takes place that creates new towns and cities, reducing the toll on the existing infrastructure that is ageing.

Strengthen and fast track efforts towards the eradication of the remaining bucket toilets by 2018 (the department to present to the STC the delivery plan with figures and timeframes).

## 5. HUMAN SETTLEMENTS

### 5.1 Background: *Shift from 'Housing' to Human Settlements Development*

The Comprehensive Plan for the Creation of Sustainable Human Settlements as adopted in 2004 marked a policy shift from housing delivery towards the development of integrated human settlements.

The policy shift from housing to human settlements development was informed by the review of the performance and impact of the national housing strategy and plan as adopted and implemented post 1994, as well as based on the outcomes of people's dialogues through izimbizo and other stakeholder consultations. These, together with global benchmarking against other housing delivery systems and experiences provided a compelling case for the policy shift.

At the nucleus of human settlements policy is development beyond the provision of basic shelter towards achieving the broader vision of sustainable human settlements and more efficient cities, towns and regions and contributing to spatial restructuring – instead of simple housing developments that perpetuated urban sprawl and related poor spatial socio-economic outcomes

### 5.2 Policy and Implementation Plan to Develop Sustainable Integrated Human Settlements

The 53rd National Conference noted, among others, that

- In the past eighteen years we have been able to create decent shelter for people through different forms of housing;
- Having tested the integrated human settlements (in N2 Joe Slovo Project in Cape Town, Cornubia in Durban, Cosmo City in Johannesburg and Lephale in Limpopo), the ANC took a decision to move beyond the concept of provision of housing to

the more inclusive creation of Human Settlements and therefore change of label and mandate. And we have now continued with a human settlements mandate;

- There are still state policy and institutional failures with regards to the releasing and making land available for decent housing and also legal, planning, funding and infrastructure development challenges with the establishment of residential areas in well located land closer to socio-economic opportunities.

The 53rd National Conference resolved, in respect of human settlements, that:

- We must accelerate the development of a human settlements legislation that is comprehensive.
- We continue to build integrated settlements that includes all social amenities such as park, crèches, clinics, schools, roads and this is in part also advancing the programme on SPECIAL INFRASTRUCTURE PROJECTS (SIP) 18 OF THE PICC.
- As part of building integrated communities we must continue to transform hostels so as to conform to human settlements, e.g. Jabulani Hostels in SOWETO
- As part of human settlement development we will continue to use housing cooperatives so as to create much needed employment in communities and ensure ownership.
- We accelerate the implementation of the decision to release state owned land, including municipal land to allow for development of human settlement, which will facilitate the deracialization and socio-economic integration of communities, through the Housing Development Agency.
- We must continue to work with the private sector in particular financial institutions to provide housing for the gap market.
- We must develop legislation to ban land invasion and in particular land earmarked for development.

In the 2014 Election Manifesto we undertook to: Ensure all South Africans have access to adequate human settlements and quality living conditions through programmes that provide one million housing opportunities for qualifying households over the next five years, and providing basic services and infrastructure in all existing informal settlements.

And committed ourselves (in the period 2014–2019) that Integrated human settlement residential programmes will be implemented to provide all-inclusive amenities and public transport, and overcome apartheid spatial development.

We will provide one million housing opportunities for

qualifying households in urban and rural settlements over the next five years.

The provision of basic services and infrastructure in all existing informal settlements will be accelerated.

The supply of affordable housing will be increased through mobilisation of housing allowances for teachers, nurses, police officers, office workers and many others in the gap market.

We will eliminate the backlog of title deeds. New homeowners in the subsidy market will be issued with title deeds on occupation.

We will work with financial institutions, private sector organisations, co-operatives and social partners to increase the provision of capital for housing. This will include the establishment of a mortgage insurance scheme.

The number of housing units in better-located mixed income projects will be increased. Especially in social, co-operative and rental housing, to revitalise inner cities, mining towns and developing cities.

Catalytic projects, such as integrated residential programmes, will be used to direct investment and overcome apartheid spatial geography.

Integrated public transport systems will be promoted in the new human settlements, including provision of passenger rail and buses.

An additional 1.6 million homes will be connected to the electricity grid over the next five years.

We will continue to work towards universal access to running water by providing access to those who still don't have it.

We will accelerate the rollout of basic sanitation infrastructure in rural areas and informal settlements.

### **5.3 Progress in the implementation of the human settlements programme**

The government through the National Development Plan and related Medium Term Strategic Frameworks adopted five-year programmes of action with the objective of “improving the household quality of life.

The programmes of action focused on the following:

- Human Settlements Outcomes
- Upgrading of informal settlements
- Access to adequate shelter
- Access to basic services

- Affordable housing
- Rental housing
- Release of well-located land
- Legislative Enhancements
- Housing Development Agency Act
- Social Housing Act
- Home Loans and Mortgage Disclosure Act
- NHBRC Act
- Property Practitioner's Bill
- Institutional Enhancements
- Restructuring of Departments
- Revision of the Housing Code
- Restructuring of the Housing Subsidy Programmes
- Changes in Funding arrangements HSDG & USDG
- Establishment and positioning of the of the Housing Development Agency
- Establishment of the Social Housing RA
- DFI Consolidation
- Office of Disclosure
- Social Contract.

#### **5.4 Current Status Quo Challenges, Failures and Opportunities on achieving integrated human settlements development**

Following the adoption of the Human Settlements Policy Framework in 2004, subsequent (52nd and 53rd) National Conference Resolutions, as well as corresponding election manifesto amongst others, the government has implemented policies and programmes, to address the provision of socio-economic infrastructure and facilities in integrated human settlements.

However, the following critical challenges remain: Insufficient institutional capacity and absence of appropriate institutional levers and instruments to translate policy and planned outcomes into implementation targets. This is due to the weakness and failure in coordination of development and delivery actions of the spheres of government and relevant departments that blight the impressive delivery track-record on access to housing and human settlements development.

This failure of coordination is not only within the bureaucracy but also related to poor political coordination and discipline. A case in point is the lack of adherence to the norms and standards set nationally which results in the continued failure by Provinces and Municipalities to meet delivery targets.

The resources available by the state for improving the quality of household life in human settlements

are limited when compared to the inherited backlogs, current and growing needs and aspirations of all communities. The available allocation of resources is also not optimally allocated and prioritized, and without proper planning and prioritization, results in poor outputs and outcomes. The resultant effect of our current resource allocation has also not promoted societal and individual sustainability and development, particularly in the human settlements sector. The desired outcome of improving household quality of life must receive greater priority in the allocation of existing resources and where new resources become available for allocation. The choices to be exercised must ensure national development goals and objectives are achieved. It is important to note that at a project level the resources available has been used as tools for political gate-keeping in relation to house allocations and employment

Constitutional concurrency of the housing function between spheres of government has largely been seen and approached as an impediment to delivery instead of been seen as an enabler for collaboration in delivery. A consequence of such an approach has resulted in mandate creep or contestation and, in some instances silent standoff between spheres of government and/or departments. A further weakness in the sector is the counter-productive and often irrational contest for, and against, the accreditation and assignment (devolution) of housing powers to municipalities.

The inability of Provincial and Municipal leadership to ensure consensus in coordination, prioritisation and management of resources made available for key programmes which benefit the poor and unemployed results in poor performance in key government programmes such as the informal settlements upgrading programme (ISUP) and eradication of the title deeds programme. In the case of both these programmes, notwithstanding its political prioritisation, there has been no or little political oversight and corrective action at a Provincial and Municipal sphere, to improve targets.

The absence of comprehensive human settlements legislation to harness the political policy trajectory renders the human settlements policy objectives vulnerable to discretion and the risk of being disregarded in favour of opposing policy options that are less developmental and non-inclusive. In this regard, the need for policy consolidation through legislation remains an urgent priority.

As a result of poor rates of employment growth urban areas (i.e. towns and cities) risk becoming spaces of concentrated inequality, poverty and unemployment. This is part due to the inability of the bureaucracy to implement and undertake meaningful programmes to

ensure more communally inclusive and developmental modes of delivery. In fact there is reliance on short-term job creation programmes as a poverty alleviation strategy and not a comprehensive poverty and unemployment eradication strategy.

**Changing socio-economic conditions and housing needs:** The size and composition of urban households has changed over time and in particular the number of women and young people living in cities is growing rapidly. Furthermore, more and more people choose to settle in urban and peri-urban areas.

Rural areas and farming communities in small towns settlements remain a priority for improved quality of household life.

There are dysfunctional planning, development and settlement patterns across the country with persistent levels of informality in settlements that undermines the quality of household life and access to socio-economic opportunities and amenities. The invasion of urban land and the ensuing litigation do not always lead to sustainable human settlements outcome as both are confrontational in nature. Notwithstanding restatement of these planning failures, the local government bureaucracy and political administrations fail to act or change implementation shift and the status quo is entrenched and used as an argument related to investment fears.

Slow and declining economic growth has placed additional constraints on available state funding capacity for housing and human settlements development.

However, housing and human settlements development has potential to spur our economy onto a growth-path through large-scale construction projects, skills development, material supply, professional services and maintenance. In this regard, the imperatives of economic transformation in relation to black empowerment, women and youth participation can be advanced significantly.

The financial services sector in relation to access to affordable housing finance remains untransformed, apathetic, unresponsive and slow and while active engagements are ongoing, complete sector transformation is yet to be realised. Accordingly, the shortage of developmentally oriented housing finance products points to a missed opportunity to increase access to housing finance for large segments of poor and working households.

The residential property market is still marked by uneven functionality, exclusionary practices as well as pockets of untradeable properties. Furthermore, a

substantial segment of South Africans continue to live in inadequate and precarious settlements.

### **5.5 Recommendations of the NEC**

It is therefore common course that bold steps must be implemented to bolster human settlements development and access to housing. To this end a Summit on Human Settlements and Basic Services must be convened before May 2017 to mobilise all structures and alliance partners to strengthen the implementation and focus on this agenda.

In order to ensure that we advance our human settlements programme and achieve total sector transformation as well deliver on the social contract and the popular mandate given by our people, it is now imperative that we implement the following set of actions in the remainder of the mandate term (2017/18 – 2018/19):

**5.5.1 Human Settlements Legislative consolidation:** Develop and implement Human Settlements legislation that provides the basis to foster common and shared goal in the development of human settlements infrastructure and housing that enable sustainable access to housing and quality household life. It must reinforce the national development priorities, and allow for improved national monitoring and enforcement of policy, plans and financial accountability by Provinces and Municipalities.

**5.5.2 National Catalytic and Spatially Transformative Projects:** Implement a large-scale human settlements development programme that ensures access to housing and related household level infrastructure, services and socio-economic opportunities within projects that achieve spatial and economic transformation and developmental objectives. Such projects must be supported through:

- A coordinated and collaborative national implementation framework to provide mandatory guidance to all spheres and sectors of government to ensure that the development of human settlements to meet societal housing needs are implemented efficiently
- Encouraging convergence and reducing discretion powers of national, provincial and municipal governments when it comes to providing shelter to the poor and vulnerable. Constitutional concurrency of mandates must be seen as an opportunity for collaboration and not an impediment.



- Direct the required allocation of the available human settlements funding, to the national catalytic intervention, towards the development of these transformative projects and ensure the subsidy framework and architecture is geared to improve outcomes and sustainability of the programmes and projects.
- An integrated programme for the eradication of the household access to sanitation backlog in conjunction with provision of household access to water, refuse removal, security of tenure, area lighting and transport access – aligned to programmes to achieve international and regional development targets.

The implementation of the National Human Settlements Master Spatial Plan aimed at the creation of new era cities and towns within a long term planning and implementation horizon, focused on eradicating in-equality and underdevelopment and ensuring the de-racialisation of society.

Establishing a comprehensive transformation and empowerment plan that ensures among others the creation of new black owned developers in the sector, women and youth empowerment as contractors and suppliers, and increase in black ownership within the current large developers.

#### **5.5.3 Release and Development of State and Publicly-Owned Land for Human Settlements Development and Spatial Transformation:**

Implement a once-off priority land release programme through for the prioritisation, release and development, coordination and management of identified state and public owned land including municipal land for government-led housing and human settlements programmes. The priority land must be identified for release through the Housing Development Agency by June 2017.

5.5.4 Consolidate and Upscale the Role of State Entities in Human Settlements Development (such as the Housing Development Agency, the Social Housing Regulatory Authority as well as the Human Settlements Development Finance Institution) established to implement human settlements policy objectives through robust mandating and performance governance.

#### **5.5.5 Targeted Application of the Housing Subsidy:**

In acknowledging that the Government's housing subsidy programme was always intended to support households in achieving their housing aspiration by breaking down access barriers to self initiative, it is imperative to ensure that the implementation of the government's housing subsidy programme is focused and directed at delivering the interrelated objectives of:

- meeting the needs of the most vulnerable households including orphans, the aged and the disabled;
- enabling self-reliance through incremental self-build housing initiatives;
- increasing the supply of affordable urban rental accommodation;
- support low income earners to access housing finance.

#### **5.5.6 Employer Assisted Housing Schemes:**

Implement measures to unleash the large-scale impact, relevance and sustainability of employer-assisted housing schemes – including the government employees housing scheme, co-operatives as well as community-based housing and settlements development initiatives.

Such initiative must be supported to increase participants' self-reliance in promoting a developmental and non-state dependent delivery model.

Resolve outstanding institutional issues and Launch the initiative on providing housing assistance to nurses, police officers, teachers and other office workers and demonstrate the large-scale impact on gap housing inherent in the scheme.

The implementation of a developmental voucher programme, which will support and supplement community and household led initiatives in the development of housing and sustainable livelihoods.

#### **5.5.7 Emergency Housing and Disaster Relief:**

The development of human settlements must take into account climate change and increased occurrence and severity of natural and other disasters. The impact of these on household mainly in informal and rural areas must, as far as possible, be minimized and mitigated in line with our environmental protection programme.

5.5.8 Rural Settlements and Farm-Worker Housing: programmes in rural areas are still a priority, with a need to ensure that rural family and

households, and quality of life is improved, including farmworkers:

- The implementation of a developmental voucher programme which will support and supplement community and household-led initiatives in the development of housing and sustainable livelihoods.
- public infrastructure and amenities in rural areas remain priority for implementation.

5.5.9 Improving Access to Affordable Housing Finance through the establishment of the Human Settlements Development Bank - mobilise private sector financial institutions and employers to introduce innovative and collaborative measures and guarantee schemes to enable increased access to gap housing at a large scale and defeat asset poverty among low income workers.

5.5.10 **Urban Development, Upgrading and Consolidation:** implement projects to ensure large-scale delivery of accessible and Affordable Social and Rental Housing and Student Accommodation.

## **5.6 Human Settlement**

Should there a limit on people who can access RDP/ government housing? The Commission agreed that the provision of housing should prioritize vulnerable groups such as older persons outside of the labour market are justifiable. Policies that prioritize access to housing by people (including Child and Youth Heading Households) in “dire need” should be developed.

Legislation should be developed to protect people from unjustified repossessions when they face financial difficulties.



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